



TOWN OF BRECKENRIDGE
OPEN SPACE & TRAILS

Breckenridge Open Space Advisory Commission

January 12, 2026

Council Chambers in Town Hall

150 Ski Hill Road, Breckenridge, CO 80424

THE TOWN OF BRECKENRIDGE IS HOLDING HYBRID MEETINGS. THIS MEETING WILL BE HELD IN PERSON AT BRECKENRIDGE TOWN HALL. ALL MEMBERS OF THE PUBLIC ARE INVITED TO ATTEND. IN PERSON ATTENDEES MUST NOT ACCESS THE VIRTUAL MEETING WHILE IN COUNCIL CHAMBERS.

This meeting will also be broadcast live over Zoom. Log-in information is available in the calendar section of our website: www.townofbreckenridge.com. Questions and comments can be submitted prior to the meeting to websiteopenspace@townofbreckenridge.com.

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| 5:30 pm | Call to Order |
| 5:35 pm | Discussion of Minutes <ul style="list-style-type: none">▪ December 15, 2025, Draft BOSAC Meeting Minutes |
| 5:40 pm | Discussion/Approval of Agenda |
| 5:45 pm | Public Comment (Non-Agenda Items; 3-Minute Limit Please) |
| 5:50 pm | Staff Summary <ul style="list-style-type: none">• Field Season Update• Bioacoustics• Forest Management Plan• McCain Open Space Final Report and Management Plan• Aspen Alley Seasonal Shuttle Service• Concessionaire Report |
| 6:00 pm | OST Discussion <ul style="list-style-type: none">• Dark Sky Initiative• BOSAC Field Trip• 2026 Trails Plan Matrix |
| 7:00 pm | Other Matters Related to Open Space |
| 7:05 pm | Council Matters Related to Open Space |
| 7:10 pm | Executive Session |
| 7:30 pm | Adjournment |

Please note that this meeting summary was partially generated using AI transcription technology and has been reviewed by the designated minute taker for accuracy and completeness.

I) CALL TO ORDER

Nikki LaRochelle called the December 15, 2025, regular meeting of BOSAC to order at 5:30 pm. Other members of BOSAC present were David Rossi, Krysten Joyce, Matt Powers, Chris Tennal, Bobbie Zanca, and Town Council liaison Jay Beckerman. Staff members present were Scott Reid, Mark Truckey, Chris Kulick, Joel Dukes, Alex Stach, Duke Barlow, and Tony Overlock. Katherine King from Summit County Open Space was also present. Members of the public: Jeffery Bergeron, Paul Semmer, Wayne Haley, Larry Kelly, Rae Moody, Evan Hrevus, and Teague Holmes.

II) APPROVAL OF MINUTES

A) JOINT OSAC/BOSAC ANNUAL MEETING – November 17th, 2025.

These minutes did not need to be approved by BOSAC as they were taken by Summit County Open Space staff and formally approved during the December 3, 2025 OSAC meeting.

III) PUBLIC COMMENTS

Mr. Wayne Haley, a 30-year trail veteran and member of the Summit County Mountain Bike Association (SCoMBA) Board of Directors, spoke briefly to advocate for e-mountain bike (eMTB) access on non-motorized trails. Mr. Haley asked BOSAC for the opportunity to present a study on eMTBs. Mr. Haley mentioned that a number of bike shops in Summit County have agreed to educational programs promoting trail etiquette on both natural surface trails and on the Recpath.

Mr. Larry Kelly, a long-time pedal-assist advocate, urged the council to distinguish Class 1 eMTBs from “paved-path e-bikes”, noting that e-MTBs accounted for 30% of 2023 mountain bike sales. He highlighted that SCoMBA unanimously supports e-MTB access on non-motorized trails and noted that United States Forest Service (USFS) officials found no difference in ecological impact between e-MTBs and traditional bikes, labeling exclusion a social issue rather than a scientific one. Mr. Kelly requested a formal agenda spot in a future BOSAC meeting to present research on how other regions have successfully integrated e-bikes.

Ms. Rae Moody provided comment regarding a potential extension of the Recpath along Tiger Road. Ms. Moody proposed that the Town consider extending the Recpath from Highway 9 to Dewey Placer Drive to address safety concerns caused by increased traffic and narrow shoulders. She argued that a dedicated, non-motorized path would separate cyclists and pedestrians from vehicles, improve transit access, and promote multi-modal travel. Additionally, Ms. Moody noted the proposed extension could serve as a groomed winter Nordic skiing connection to the Gold Run Nordic Center from the Recpath. Ms. Moody requested the commissioners consider this proposal for formal discussion in 2026.

Mr. Teague Holmes commented and highlighted a disconnect between modern mountain bike capabilities and current trail design. He argued that the rise in rider speed necessitates more technical, directional downhill segments to reduce user conflict. While praising recent signage on Slalom, he recommended "pod-based" planning and more structured management. He noted that other regions successfully use alternating-day schedules to manage high-density traffic and suggested the Town adopt similar strategies to accommodate the sport's evolution.

Mr. Jeffery Bergeron commented and advocated for a "multi-use first" philosophy, arguing that taxpayer-funded trails should remain inclusive rather than catering to specialized groups like downhill mountain bikers. He asserted that the network consists of general multi-use trails intended for all residents, not dedicated bike trails. Furthermore, he expressed concern that permitting eMTBs would lead to a surge in volume via local rental shops, potentially overwhelming the trail system and displacing pedestrians.

Mr. Paul Semmer provided the final public comment. Mr. Semmer urged BOSAC, OST staff, and other members of the public to not view trails in isolation and instead treat them as parts of a larger ecosystem. Mr. Semmer cautioned against over-developing the trail system, suggesting that protecting the land adjacent to the trails is just as important as serving the people using them.

IV) STAFF SUMMARY

Mr. Stach provided an update on recent forest health projects in the Upper Blue basin. Crews from multiple agencies have successfully completed several high-priority Hazardous Fuels Reduction (HFR) projects across the region in the past few weeks.

Peak 7 (Green Gate): The U.S. Forest Service burned three units on December 4th.

Barton Gulch: Units in the Barton Creek area completed December 9th.

Indiana Creek: Units in the Indiana Creek area completed December 9th.

Blue River (West Side): Crews began work near Spruce Creek Trailhead on December 10th and 11th. Scope of work involves creating an 83-acre fuel break (800 feet wide). Final burns at this unit took place December 16, 2025, the day after this meeting, on the southernmost portion of the Blue River (West Side) unit.

Mr. Barlow updated commissioners on the status of current groomed trail conditions at the Gold Run Nordic Center and the Recpath. Mr. Barlow stated that current conditions do not yet allow for full grooming or creating "corduroy" tracks, due to insufficient snow depth. However, OST and the Gold Run Nordic Center have begun track-packing to prepare for the season.

Mr. Barlow also provided an update on the upcoming joint Town Council/BOSAC meeting scheduled for January 27th, 2026. Mr. Barlow said staff are finalizing the agenda, and that the joint session is expected to last about 45 minutes at the end of the Town Council's work session, tentatively slated to begin at 5:00pm. The session will conclude with a joint dinner.

V) OPEN SPACE DISCUSSION

2025 OST Field Report

Mr. Dukes and Mr. Stach presented the 2025 OST Field Report which focused on trail management and maintenance within the Breckenridge Open Space & Trail network. Mr. Dukes discussed tree hazard mitigation, trail closures, and the implementation of a new reporting system for trail issues. Mr. Dukes highlighted the success of the Friends of Breckenridge Trails volunteer program, including recent maintenance days and partnerships with other organizations. Mr. Stach presented visitor use data for the Cucumber Gulch Nature Preserve, noting a decrease in trail counter readings in 2024 and 2025. Mr. Stach also announced plans to consolidate visitor use studies into a single comprehensive report going forward.

BOSAC Appointment Process

Mr. Barlow explained that Town Council is considering shifting to a subcommittee-driven selection process to narrow down candidates for commissions governed by the Town Code, including BOSAC. BOSAC commissioners shared their perspectives on desired qualities for new members, emphasizing the importance of historical knowledge and expertise that will be lost when two current commissioners' terms expire in 2027. The group also discussed the need to evaluate candidates based on both technical skills and soft skills such as group collaboration and openness to new ideas. Discussion participants emphasized the importance of diversity in age, geographic representation, and technical expertise.

Ms. Joyce supports using a selection committee to improve efficiency. She recommended updating interview questions to better identify candidates who can fill the specific expertise gaps created by the upcoming 2027 commissioner vacancies.

Mr. Powers emphasized that deep institutional knowledge is vital, though it takes time for new members to get up to speed. While he supports selecting representatives from specific user groups to broaden the board's perspective, he noted that his own experience with a selection committee was "awkward" and expressed uncertainty about the best alternative.

Mr. Barlow clarified that Town Council will be deciding if they interview every candidate, if a selection committee recommends appointments, or a hybrid process where the subcommittee narrows the candidates for Town Council to interview. He anticipates a decision on this process during Council's January 13, 2026 meeting.

Mr. Rossi compared BOSAC to a planning commission, noting its high community impact. He emphasized that members must set aside personal agendas to represent the entire community. Regarding recruitment, Mr. Rossi suggested the application focus more on "soft skills" and a willingness to collaborate rather than just technical expertise. He specifically noted that for younger candidates, a fresh perspective may be more valuable than an extensive resume.

As a long-serving commissioner, Mr. Tennial cautioned against "BOSAC choosing BOSAC," suggesting that current members (excluding the Chair) should not select their own successors. Mr. Tennial noted that the commission's responsibilities have evolved significantly; the role now requires a higher level of professional acumen to manage complex tasks like land acquisition and long-term maintenance rather than just trail construction.

Ms. Zanca provided the perspective of a newer community member, emphasizing the need for a balance between institutional knowledge and fresh energy. She suggested that while long-term residents provide stability, the commission should also prioritize candidates who demonstrate a strong willingness to learn and the ability to bring new ideas and enthusiasm to the group.

Mr. Beckerman highlighted that while BOSAC is a charter-mandated commission, the current interview process is insufficient. He noted that the brief "one or two minutes" the Council spends with each applicant is ineffective for evaluating the 10–20 potential candidates. Mr. Beckerman suggested modeling the selection after high-functioning nonprofits by identifying specific skill gaps—such as real estate expertise—to ensure the commission stays balanced as members rotate off.

Ms. LaRochelle called for an increase in board diversity, noting that the historically, membership has been skewed toward mountain bikers and residents of the Wellington Neighborhood. She advocated for a democratized process to move beyond the "in-crowd" and include missing voices—specifically downhill mountain bikers, people with disabilities, and residents from geographically underrepresented areas like the western side of Town. She also emphasized that candidates must have daytime availability for site visits and a professional understanding of land management. Ms. LaRochelle recommended that the Town Council review the BOSAC appointment process, suggesting that it be further democratized by providing more explicit guidelines and expectations for residents interested in joining the commission.

Ms. Joyce emphasized that while diversity of user types is important, it must be balanced with open-mindedness. Ms. Joyce cautioned against appointing individuals who act solely as advocates for their own specific group or hobby; instead, commissioners must be able to consider the needs of the entire community and remain open to evolving ideas.

Trails Plan Introduction Exercise

Mr. Overlock introduced a scoring matrix designed to evaluate and prioritize future trail projects based on five core criteria: conservation, user experience, community context, management, and land ownership. While BOSAC acknowledged the matrix provides a more objective framework, they reached a consensus that it should serve as a guiding tool rather than a rigid decision-maker, with staff presenting scoring examples for committee review. Moving forward, BOSAC and staff expressed a desire to refine the conservation metrics to better address trail density and wildlife habitat protection. Additionally, the group emphasized integrating funding and cost implications into the overall evaluation. This matrix will inform the upcoming Working Trails Plan, aligning with the 2023 OST Master Plan and

Recreation Access Management Initiative (RAMI) to guide trail development over the next 10 years.

Ms. LaRochelle inquired about the dual impact of high trail and user density on wildlife habitat and human experience, suggesting this relationship be captured within the project matrix. Mr. Semmer, drawing on his experience with the USFS, recalled that the USFS uses a specific calculation to determine how many people can be in an area while still maintaining a high-quality experience. This is measured in people per mile or people per acre. For the Golden Horseshoe, the Forest Service determined that 2.5 people per mile was the ideal number to protect the land and the user experience. He noted that an inventory of trails within the Golden Horseshoe amounted to a density of 9 people per mile. This disparity informed a management strategy focused on reducing linear trail miles; by consolidating use onto sustainable routes, managers can reclaim core habitat for sensitive species like elk and deer while restoring the solitude visitors seek. Mr. Semmer concluded that managing all forest resources requires a strict balance between modern user volumes and the landscape's limited physical capacity.

Ms. LaRochelle emphasized that trail density is a critical factor and suggested the matrix should force the question: "Is this trail even necessary?" before moving forward. Ms. Zanca suggested that "User Experience" could be the metric used to capture the negative impacts of crowding and high density. Mr. Powers and Mr. Rossi highlighted that ownership is a "black and white" issue that can "torpedo" projects early on, making it a primary filter. Mr. Beckerman pushed for more nuance, suggesting that "Connection" and "Community Context" are important enough to warrant their own dedicated columns. Mr. Rossi and Ms. Zanca discussed whether construction and long-term management costs should be standalone columns to ensure fiscal responsibility is tracked.

Mr. Overlock discussed the technical side—whether to use a flat score or "weighted" values to prioritize certain goals (like conservation) over others. He clarified that staff would adjust the trail matrix criteria for BOSAC to review. Mr. Tennal noted that this tool is essential for the "next generation" of the commission, moving away from subjective decisions to a defensible, data-backed system.

VI) OTHER MATTERS RELATED TO OPEN SPACE TOPICS

N/A

VII) COUNCIL MATTERS RELATED TO OPEN SPACE TOPICS

Mr. Beckerman shared that a successful ribbon-cutting ceremony was held for the new dog park and that THK presented their final presentation for the McCain Open Space Design & Management Plan to Town Council, which was well received. Mr. Beckerman also stated that Town Council has decided to delay a final decision on section of Rec. Path bisecting the McCain Open Space.

VIII) OPEN SPACE TRIVIA

Mr. Barlow was crowned the 2025 BOSAC Trivia champion, and he received a very lifelike bobblehead of Mr. Overlock as a prize.

IX) ADJOURNMENT

A motion to adjourn the BOSAC meeting was made by Ms. LaRochelle, with Mr. Rossi seconding the motion. The December 15th, 2025, regular meeting of BOSAC concluded at 8:09 PM.

The next regular meeting of BOSAC is scheduled for January 12, 2026.

Nikki LaRochelle, Chair

Memorandum

To: Breckenridge Open Space Advisory Commission
From: Open Space & Trails Staff
Re: January 12, 2026, Meeting

Staff Summary

A map, with bookmarks for many of the locations referenced in this Staff Summary, can be found [here](#).

Field Season Update

Staff have been busy with the following:

- Removing an unprecedented number of downed trees
- Collecting data and wildlife camera information
- Performing limited snowmobile compaction on the groomed trail system

Bioacoustics

OST Staff have been working with the Hagen Family Foundation (HFF) to establish a bioacoustics monitoring program in Cucumber Gulch Preserve. This system is now fully operational, with all recording units- including specialized bat recorders- deployed. To help further refine this data, avian consultant Christy Carello analyzed the results, identifying species detected by the AI data processing software that wouldn't naturally occur in our local environment. This analysis has been shared with HFF to improve AI data processing. Additionally, HFF will be providing winterization gear to protect the devices against our harsh winter conditions, allowing for uninterrupted monitoring. Recent findings from October 2025's [Integrated Avian and Chiropteran Bioacoustic Monitoring Report](#) confirm that Cucumber Gulch Preserve supports a diverse and healthy wildlife community consistent with high-quality montane habitats. Staff are hopeful that this data will establish a baseline that will guide our future stewardship and policy decisions.

Forest Management Plan

The Town has contracted the Colorado State Forest Service (CSFS) to create a [Forest Management Plan](#). The scope of this project involves the assessment of approximately 753 acres of Town Open Space. By utilizing digital forest data and fire behavior models, this plan will create recommended treatments and a framework for implementation, directly improving forest health according to our strategic priorities. Fieldwork and data collection are scheduled to begin Spring 2026, with the completed plan to be submitted to the Town by December 31, 2026.

McCain Open Space Final Report and Management Plan

Staff have received THK's [McCain Open Space Final Report and Management Plan](#). New content in the final report includes preliminary cost estimates, stewardship and phasing recommendations, and maintenance guidelines. The next steps are to contract full construction designs of prioritized concepts for implementation beginning in summer and fall 2026, with the parcel scheduled to be open to public access in spring 2027.

Aspen Alley Seasonal Shuttle Service

One of the key takeaways from increased staff presence and visitor use monitoring on the Aspen Alley Trail (Aspen Alley) during peak visitation in fall 2025 was that the lack of parking at the Wakefield Sawmill Trailhead, at the bottom of Aspen Alley, resulted in a diminished user experience as well as safety concerns due to overflow parking on Boreas Pass Road. Further, despite staff's recommendation to use the Ice Rink parking lot to access Aspen Alley, many who did so struggled with the required distance and wayfinding.

With the help of the Town's Mobility Division, staff have secured funding from the [Colorado Department of Transportation \(CDOT\) Clean Transit Enterprise \(CTE\) grant](#) to provide seasonal shuttle service to the Aspen Alley trail. While many details still need to be worked out, the plan would be to provide free shuttle service from the Ice Rink parking lot to the Wakefield Sawmill Trailhead, and back, for 10 hours/day over a 22-day period during peak visitation in fall 2026. This plan would include the closing of the Wakefield Sawmill trailhead to public parking during this time to allow for safe and efficient shuttle pickup, drop-off, and turnaround.

Concessionaire Report

Staff have compiled summer 2025 use data (Table A, B) from commercial entities and nonprofit organizations that conducted tours and programs on Town open spaces and trails under approved license agreements. Summer 2025 marks the eighth year of the Town's formal application and permitting process, which allows staff to consistently evaluate use levels, track impacts, and ensure operator accountability.

Current license agreement criteria include a limit of five commercial operators per season on the Town's natural surface trails, with a maximum of 200 user days per operator during the summer season and a group size limit of six participants, including the guide. Separate limits on user days and group sizes are established for other resource types, such as SUP yoga on Rounds Pond, fishing in the Blue River, and biking on the Recpath, to better align permitted use with resource capacity and management considerations.

There are no caps on nonprofit organizations whose programming focuses on local youth, education, and stewardship. The Town's Recreation Center youth programs are included within the commercial use totals and represent the highest number of users among permitted activities.

Summit County Open Space is currently working toward a formalized process that would allow nonprofit organizations to operate on Summit County Open Space properties. This process may be finalized in the coming years and could create opportunities for the Town and Summit County to coordinate and jointly license certain nonprofit programs.

In Summary:

- In 2025, guided commercial and nonprofit activities on Town trails and the Blue River primarily included fly fishing, mountain biking, fat biking, hiking, and women's outdoor programming.
- Fly fishing guides conducted 271 tours serving 965 clients, largely on weekdays with small group sizes, concentrated along the Blue River and River Trail, with tours lasting 2–4 hours.

- Trail-based guiding and recreation programs operated on natural surface trails within the Town system, typically in small groups with 3–4 hour durations.
- Fat biking tours accounted for 103 tours serving 633 clients, primarily using the Recreation Path and River Trail, with average tour lengths of 2 hours.
- In 2025, nonprofit and educational organizations conducted guided programming primarily focused on hiking and outdoor education across the Town trail system and nearby historic and natural areas.
- Breckenridge History, BOEC, Friends of the Dillon Ranger District, and Keystone Science School collectively conducted 93 tours serving approximately 1,387 participants, with most tours occurring on weekdays and average group sizes ranging from 4 to 14 participants.
- Non-Profit activities were concentrated on Iowa Hill, B&B, Reiling Dredge, Horseshoe Dredge, Swan, Betty's Trail, and trail systems near BOEC and the Troll Trail, with tour durations averaging 2.5 to 4 hours.

Table A: Commercial License Agreements

Angler License Agreement			Natural Surface Trail Agreement			Recreation Path Agreement		
Company	Tours Conducted 2025	Total Clients w/ guides 2025	Weekend	Weekday	Average Tour Size	Resource Type/ Activity	Duration of Tour Hours	Most Used Trails
Big Ed's Fishing	46	152	10	36	2	Blue River/Fly Fishing	4	River Trail, Blue River Steps
Breckenridge Outfitters	195	713	59	136	2	Blue River/Fly Fishing	2	River Trail, Blue River Steps
Mountain Angler	30	100	5	25	2	Blue River/Fly Fishing	4	River Trail, Blue River Steps
Colorado Adventure Guides	21	89	8	1	3	Natural Surface Trails/ MTB	3.4	Town System
VNTR Birds	3	21	0	3	2	Natural Surface Trail/ Women's	4	Carter Park, Wellington Bike Park, Illinois Creek
Recreation Center	250	5122	0	250	6	Natural Surface Trails/ MTB, Hike, Fly Fishing	3	Town System
Ridden (Year-Long Agreement)	103	633	34	69	4	Fat Bike	2	Rec Path/ River Trail

Graph A: Commercial Use Total Clients 2020-2025

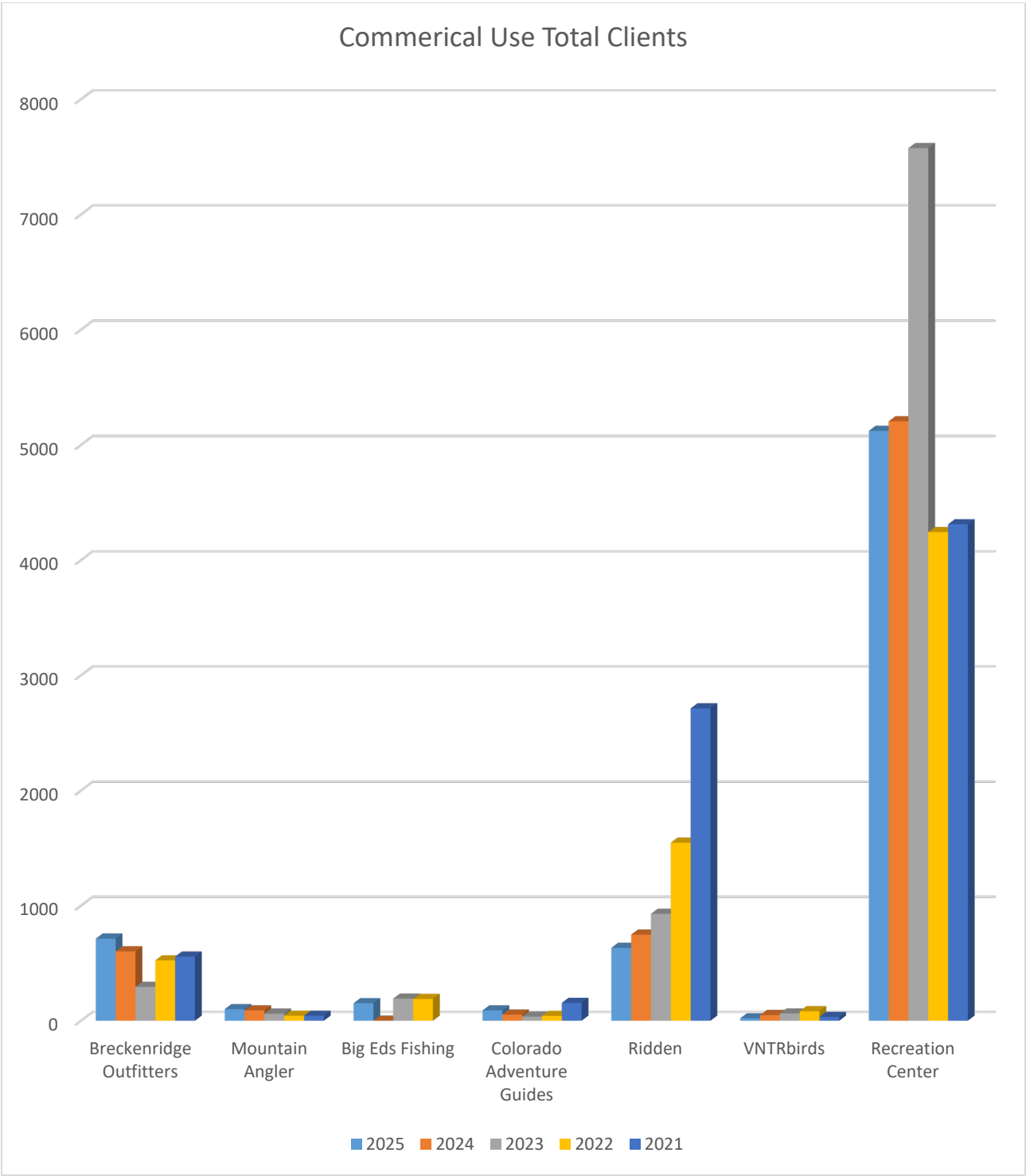
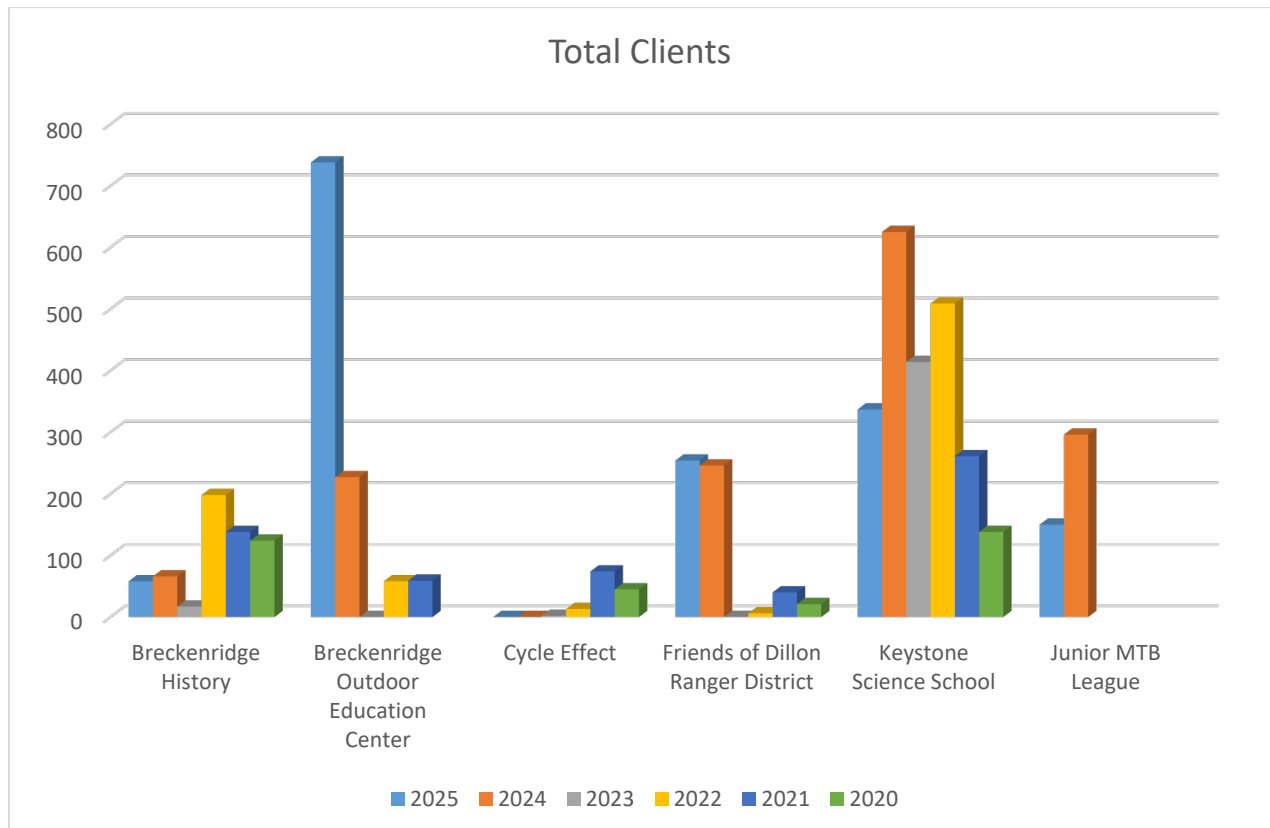


Table B: Non-Profit License Agreements

Company	Tours Conducted 2025	Total Clients w/guide 2025	Weekend	Weekday	Average Tour Size	Activity	Duration of Tour Hours	Most Used Trails
Breckenridge History	10	58	1	9	6	Hike	2.5	Iowa Hill, B&B, Reiling Dredge
Breckenridge Outdoor Education Center	40	738	0	40	4	Hike	2.5	Trail system around BOEC and Troll Trail
Cycle Effect	0	0	0	0	0	N/A	N/A	N/A
Friends of Dillon Ranger District	17	254	1	16	14			Swan, Iowa Hill, B&B, Betty's Trail
Keystone Science School	26	337	1	25	14	Hike	4	B&B, Horseshoe Dredge
Junior MTB League	5	150	0	5	8	MTB	2hrs	Trail System

Graph B: Non-Profits Total Clients 2020-2025



Memorandum

To: Breckenridge Open Space Advisory Commission
From: Open Space & Trails Staff
Re: January 12, 2026, Meeting

Open Space & Trails Discussion

Dark Sky Initiative

In 2007, the Town Council adopted the existing exterior lighting code which required all lighting to be brought into compliance by July 1, 2022. That compliance date was extended to July 1, 2025, and subsequently extended with a 6-month grace period to delay enforcement until January 2, 2026.

In 2023, the Town of Breckenridge began pursuing a Dark Sky Community Certification, which it achieved in September of 2025 ([highlighted in the current issue of 5280](#)), but light pollution had been something the Town had been conscious of since 2007. The reduction in light pollution and pursuance of a Dark Sky Certification has many positive impacts on wildlife, plant life, human health, and the ability to view the stars. Many people that staff have spoken to, and staff themselves, feel that the town has gotten noticeably darker and the stars are more visible. As part of the Dark Sky Certification requirements, staff have taken readings of sky brightness at 10 locations around town, beginning in early 2024, to monitor ongoing changes. With the occasional help of the local boy scout troop, staff takes readings four times a year, once per season. Staff are still working on collecting enough readings to gather an accurate baseline, but preliminary data supports the observations of a darker sky.

Ellie Muncy, from the Town's Planning Department, will be presenting an update on the initiative's status, noting that 68% of properties are now in compliance—a significant increase fueled by outreach efforts like site visits and community events. While staff will conduct a final survey in the coming weeks to refine these statistics before active enforcement, the overall community reaction has been positive.

1) Does BOSAC have any questions or comments regarding the Dark Sky Initiative?

BOSAC Field Trip

On October 22, 2025, members of BOSAC and staff visited the Jefferson County Parks & Open Space Department (JeffCo), which included site visits to sections of the Peaks to Plains Trail and Apex Park Trailhead followed by lunch with JCOS staff and advisory commission members at their headquarters in Golden. Staff feel the JeffCo field trip, along with other past field trips, have been valuable for staff and BOSAC and would suggest we schedule another trip later in 2026. We look for BOSAC input and any suggestions on future locations and open space programs that should be considered.

Staff encourage BOSAC to reflect on their takeaways from the visit and how they may apply to the Town's Open Space program. Below is a list of some of the topics discussed during the field trip:

- Peaks to Plains Trail- the scale of the project and the value of a long-term vision and community commitment
- Trailhead parking, bathrooms, and trash receptacles
- Usable (All-Persons) Trails
- Relative comparisons in population, budget, acreage, trail mileage, and staffing
- E-bikes
- Use restrictions, including alternating days
- Public outreach and surveys
- Volunteering
- Roles of respective Open Space Advisory Commissions
- Process for considering parking lot expansion and new trail construction

1) Does BOSAC have comments on these, or other topics discussed during the JCOS field trip?

2026 Trails Workplan

An action item from the [2023 Open Space & Trails Master Plan](#) is to “consider developing a separate Trails Workplan as a living document that identifies community needs for specific trail connection opportunities, access and parking, and allowed trail uses. The Trails Workplan should be reviewed at least annually and updated as trails are constructed, new uses or community needs are identified, and/or land ownership or availability changes” (page 31). Staff have begun work to this end, compiling an evolving list of conceptual trails (including those from the Trails Workplan mapping exercise during the July 24, 2025, BOSAC meeting) and are now working on creating the Trails Matrix as a standardized tool to judge the merits of prospective new trails.

However, it is important that this exercise, and ultimately the Trails Workplan, exist in the context of the open space program’s strategic goal #1, as defined in the Master Plan: Conservation. It is important to maintain a holistic awareness of all the potential impacts of adding new trails to our system- not just in terms of recreational benefits, trail density, or construction and maintenance demands, but also for wildlife habitats, migration corridors, and resource damage. This goal means balancing what we can build with what we should build, and our Trails Workplan should aim to reflect this balance. Staff are requesting BOSAC consider how the Trails Workplan can best achieve its stated goals while maintaining a commitment to our fundamental open space conservation values. A couple of ways to ensure conservation remains in the forefront of any future trail decisions would be to include a focused discussion regarding the importance of conservation and resource protection at the start of the new Trails Workplan document, along with assigning a heavier weighting of the conservation criteria category in the Trails Workplan matrix. Staff would like to begin our discussion on the Trails Workplan with an opening discussion of the conservation topic, requesting that BOSAC members weigh in on their thoughts on this “Conservation First” approach to future trails decisions.

Based on feedback from the December 15, 2025, BOSAC meeting, staff have revised the Trails Matrix, incorporating BOSAC recommendations which include:

- Adding references to trail density and the Town’s frontcountry, midcountry, and backcountry zones in the Conservation criteria
- Incorporating financial considerations in the Management criteria
- Providing example matrix scenarios that apply different weights to each category to demonstrate how varying percentages influence each trail’s total score

The purpose of this matrix is to create a consistent and transparent tool to judge prospective new trails both on their own merit and in relation to each other, and to help establish short, medium, and long-term planning goals. The Trails Matrix is intended to supplement the OpenSpace Master Plan by offering a more detailed, project-level evaluation framework, adhering to its guiding principles.

As the open space program continues to transition toward a stewardship phase, each proposed new trail project needs to be thoughtfully evaluated to ensure it is kept in context with our conservation goals, aligning with environmental considerations, management capacity, and community priorities before moving forward.

The Trails Workplan will be designed to be a living document to be reviewed with BOSAC on an annual basis. As conditions change within the community and our surrounding natural environments, trails may

be reorganized within the matrix, and future projects may be added or removed accordingly, while the threshold for supporting new trail construction is likely to rise as the trail network grows.

- 1) ***Does BOSAC have suggestions regarding how to ensure the Trails Workplan remains grounded in our conservation values?***
- 2) ***Does BOSAC have any questions or comments regarding the revised Trails Matrix?***

Trails Development Matrix

Trail Name	Conservation	User Experience	Community Context	Management	Land Ownership	Total Score	Notes
	4 - Low: Avoids sensitive habitat and natural resources; minimizes fragmentation of habitat. Located in a front-country zone with high trail density where impacts are already concentrated and managed.	4 - High: Provides new experiences, connections, enhances overall recreation opportunities, improves circulation, reduces user conflict.	4 - High: Strong positive impact on the surrounding area; provides access to underserved areas, enhances connectivity, and provides equitable recreation opportunities.	4 - High: Feasible construction with low up-front costs, low maintenance needs, and minimal management complexity	4 - Town: Full Town control, simplest permitting		
	3 - Low-Moderate: May intersect some moderately sensitive areas; impacts are manageable with appropriate mitigation measures. Located in a mid-country zone with moderate trail density.	3 - Moderate: Improves existing access or experiences; some enhancement, benefit from some user groups, moderate circulation improvement, reduces some user conflict.	3 - Moderate: Moderate positive impact, improves access to some, enhances connections to existing trails.	3 - Moderate: Moderate construction and moderate cost to build or maintain; manageable with existing staff or funding.	3 - Summit County/ Town: Requires inter-governmental agreements		
	2 - Moderate- High: Passes through or near sensitive habitats; requires careful planning, design, and restoration. Located in a backcountry zone with limited existing trails.	2 - Low: Limited enhancement to user experience or access, circulation improvement is limited, and may not reduce user conflict.	2 - Low: Limited positive impact, minimal improvement to access or connectivity, benefits few underserved groups.	2 - Low: Requires specialized design or higher costs and maintenance needs; long-term management commitment required.	2 - USFS: Federal review (NEPA), environmental studies, longer approval timeline.		
	1 - High-Extreme: Significant environmental concerns or resource conflicts; major impact likely. No trails are permitted.	1 - Very Low: Minimal or negative impact on user experience, circulation is poor, and may increase user conflict.	1 - Very Low: Negative or minimal impact, does not enhance access or connectivity.	1 - Very Low: Extremely difficult to construct due to extremely high costs; major logistical or maintenance challenges	1 - Private: Requires easements or purchase; potential liability; ownership can change.		
Trail Name	Conservation (20%)	User Experience(20%)	Community Context(20%)	Management(20%)	Ownership Types(20%)	Total Score	Notes
Copper Canyon	4	4	4	3	3	18	
North Barton	3	4	4	4	2	17	
Tiger Road Rec. Path	4	4	4	1	4	17	Estimated cost \$1 million a mile
Aspen Alley Alternate	4	4	4	3	2	17	
Middle Flume Downhill	4	3	3	2	3	15	
Ranch at Breck	3	3	3	3	3	15	
American Gulch to Lincoln Park	4	3	3	3	2	15	
Summit Gulch By Pass	4	3	2	3	2	14	
Trail Name	Conservation (30%)	User Experience (25%)	Community Context (20%)	Management (15%)	Ownership Types (10%)	Total Score	Notes
Copper Canyon	4	4	4	3	3	21.75	
Aspen Alley Alternate	4	4	4	3	2	20.65	
Tiger Road Rec. Path	4	4	4	1	4	20.55	Estimated cost \$1 million a mile
North Barton	3	4	4	4	2	20.5	
American Gulch to Lincoln Park	4	3	3	3	2	18.2	
Middle Flume Downhill	4	3	3	2	3	18.15	
Ranch at Breck	3	3	3	3	3	18	
Summit Gulch By Pass	4	3	2	3	2	17	
Trail Name	Conservation (35%)	User Experience (20%)	Community Context (25%)	Management (10%)	Ownership Types (10%)	Total Score	Notes
Copper Canyon	4	4	4	3	3	21.8	
Tiger Road Rec. Path	4	4	4	1	4	20.7	Estimated cost \$1 million a mile
Aspen Alley Alternate	4	4	4	3	2	20.7	
North Barton	3	4	4	4	2	20.45	
Middle Flume Downhill	4	3	3	2	3	18.25	
Summit Gulch By Pass	4	3	3	3	2	18.25	
American Gulch to Lincoln Park	4	3	3	3	2	18.25	
Ranch at Breck	3	3	3	3	3	18	
Trail Name	Conservation (15%)	User Experience (35%)	Community Context (30%)	Management (10%)	Ownership Types (10%)	Total Score	Notes
Copper Canyon	4	4	4	3	3	21.8	
Tiger Road Rec. Path	4	4	4	1	4	20.7	Estimated cost \$1 million a mile
Aspen Alley Alternate	4	4	4	3	2	20.7	
North Barton	3	4	4	4	2	20.65	
Middle Flume Downhill	4	3	3	2	3	18.05	
Summit Gulch By Pass	4	3	3	3	2	18.05	
American Gulch to Lincoln Park	4	3	3	3	2	18.05	
Ranch at Breck	3	3	3	3	3	18	